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ABSTRACT

Based on information collected from a survey of selected state library agencies, this booklet describes the governance, funding, membership criteria, and services of library systems in Illinois, New York, California, Minnesota, Wisconsin, Colorado, and Connecticut. An overview of the development of multitype library systems and definitions of related terms are provided. It is reported that: (1) there is a great diversity in the structure and operation of library systems; (2) four of the seven states surveyed operate multitype regional library systems; (3) five of the seven fund their systems fully; (4) the most common system membership requirements are equal access to all state residents and sharing of resources; and (5) the most important services provided by all the systems are interlibrary lending and reciprocal borrowing. A list is also provided of the major differences between systems in the states surveyed and the Texas Regional Library Systems. The final section presents information on the provision of interlibrary loan services in four of the states fully surveyed (Illinois, New York, California, and Colorado) and in two additional states which share borders with Texas (New Mexico and Oklahoma). (ESR)

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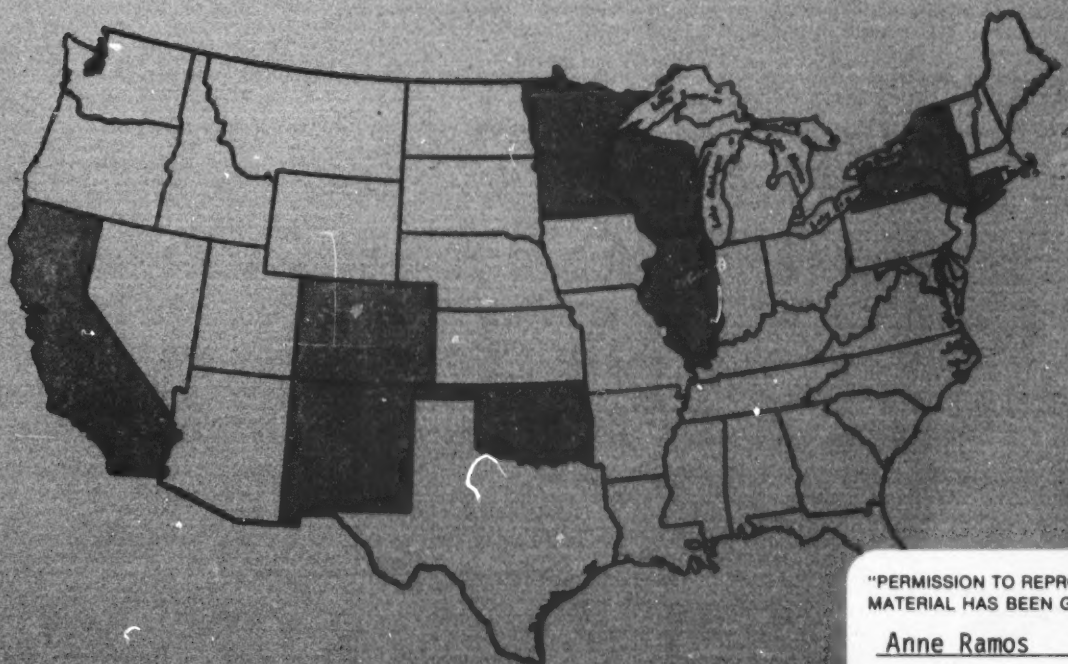
LIBRARY SYSTEMS IN SELECTED STATES

A DESCRIPTION



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January 1983

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LIBRARY SYSTEMS IN SELECTED STATES: A DESCRIPTION

EXECUTIVE SUMMARY AND ANALYSIS

In order to find out more about the governance structures and operations of library systems in other states, library staff have contacted selected state library agencies. As the brief description of library systems in Illinois, New York, California, Minnesota, Wisconsin, Colorado, and Connecticut shows, there is a great diversity in the structure and operation of systems.

Governance

Of the seven states surveyed, four operate multi-type regional library systems; one of these states (Minnesota) has separate multi-type systems existing side by side with the public library systems and, in some cases, sharing the same board. Governance of library systems varies; some are non-profit corporations, others political subdivisions of the state. None of the states surveyed contract with single libraries for provision of regional service. In some cases, legal establishment is unclear as systems benefit from some state advantages, such as state license plates, and from local government advantages, such as participation in municipal retirement funds. Many incorporated, non-profit systems do not have tax-exempt status and seem to function in the best of both worlds.

Funding

Five of the states surveyed fund their systems fully; two other states provide 50% (Minnesota) and 20% (New York) to fund the systems. While minimal or non-existent in five states, local funding amounts to 77% in New York and 50% in California.

Membership Criteria

Membership criteria range from general criteria established by state law to very specific criteria stated in the system by-laws. The most common criteria are equal access and sharing of resources. Equal access usually means that each library is open to anyone in the state with a valid borrower's card. In most cases, libraries are reimbursed for services provided.

Services

System services vary greatly from state to state and within each state. The most important services provided by all the systems are Interlibrary Loan and Reciprocal Borrowing. Programs to underserved populations are more prevalent in geographically larger states. Most systems provide Continuing Education, Cooperative Purchasing, Public Relations and Automation services. None of the systems surveyed provides general Collection Development as a system service.

The most important differences between systems in the states surveyed and the Texas Regional Library Systems are the following:

1. Texas Regional Library Systems are funded on a contractual basis with the State Library and the Major Resource Center as contracting parties. Systems in most other states are either political subdivisions of the state, city or county, or independent non-profit corporations.

2. The Texas Regional Library Systems do not exist as legal entities, they are extensions of the city-governed Major Resource Center library. In most states surveyed the systems are autonomous legal entities.

3. Most of the states surveyed have multi-type library systems which are open to all types of libraries; Texas Regional Library Systems are open to public libraries only.

4. Texas Regional Library Systems' funding is one-third LSCA Title I and two-thirds state funds; only two of the six states surveyed use relatively small amounts of LSCA monies for funding their systems.

5. Almost all systems surveyed have as main membership criteria equal access and sharing of resources. In the Texas Regional Library System only the Major Resource Center library is required to meet one of these criteria, sharing of resources.

6. The Texas Regional Library Systems spend a large part of their budget on collection development. None of the systems in the states surveyed provide general collection development services.

7. While interlibrary loan service is not a system function in Texas, this service is provided by or through the systems in four of the states surveyed; the two states in which the interlibrary loan program is coordinated through the state library do not have library systems. A comparison of costs and efficiencies among interlibrary loan networks is very difficult because of variations in funding patterns, data collection and reporting requirements.

CHAPTER ONE: OVERVIEW OF LIBRARY SYSTEMS

MULTITYPE LIBRARY SYSTEMS

One of the most significant national trend in the area of library development is the creation of multitype library systems. Many states regard public library systems as simply a transitional phase during which systems organize and gain service-delivery experience. Multitype systems include public libraries as well as libraries affiliated with univeristies, junior colleges, elementary and secondary schools, residential institutions, corporations and non-profit organizations. Such diverse states as Illinois, Minnesota, Colorado, New York and Connecticut have implemented multitype systems, although their approaches differ somewhat.

Recently, several academic and network leaders in Texas have argued forcefully that the State Library coordinate and implement statewide planning for multitype library development in Texas. These individuals spoke before the Sunset Advisory Commission and advocated recommendations espoused by the Texas Library Association, the LSA Advisory Board, and others.

In order to find out more about the governance structures and operations of multitype systems in other states, state library staff have contacted selected state library agencies. This report is a summary of information gathered from State Library officials in Illinois, New York, California, Minnesota, Wisconsin, Colorado, and Connecticut.

Since Interlibrary Loan is a system service in many states, a brief description of this service in Illinois, New York, California, Colorado, New Mexico and Oklahoma is also included in this report.

DEFINITIONS

In their governmental organization library systems are commonly of three types: consolidated, federated, or cooperative.

In a consolidated system two or more libraries relinquish their autonomy to form a single library unit under one governing board; usually all libraries in the system are branches of a main library.

In a federated system the member libraries maintain their autonomy and contract for public or supportive services from a designated headquarters library. A federated system may operate under an appointed system board responsible for policy and coordinated service developments.

A cooperative system is structured on the concept of building on the strength of the autonomous member library units, in collaboration with a system staff responsible for planning and administering services for the benefit of all member libraries. The governing body of the autonomous library usually, but not always, is an elected or appointed board of trustees. The governing body for cooperative system activities is generally elected from among the trustees of member libraries.

Note: An example of a consolidated library system in Texas is the Harris County Public Library System which has seven branches and a bookmobile department; the Hidalgo County Library System, which includes eight independent public libraries in the McAllen area, is a federated library system.

The Regional Library Systems in Texas are cooperative systems which overlap and include consolidated as well as federated library systems, i.e., Harris County Public Library System (consolidated) and Hidalgo County Library System (federated) are members of the Houston Area Library System (cooperative) and the South Texas Library System, respectively.

Metropolitan library systems may be consolidated systems as in New York City, where the New York Public Library and its branches constitute a consolidated system, or they can be cooperative library systems as in Chicago, where the Chicago Library System includes the Chicago Public Library and its branches as well as some academic, school, and special libraries in the system area.

A metropolitan library system may be a unit of local government with an appointed board and state, local, and federal funding, or it may be a municipal agency with taxing authority.

CHRONOLOGY

Multitype library systems were first established in Illinois in 1972, in California and Colorado in 1976, in Connecticut in 1977, and in Minnesota in 1979. Wisconsin is implementing a pilot multitype system in 1983, and New York will propose legislation in 1983 to form nine Regional Cooperative Networks to link their public, research and resource, and school library systems together in multitype umbrella systems.

CHAPTER TWO: GOVERNANCE

Illinois has 18 Regional Library Systems including the Chicago Public Library which is designated as the Chicago Library System. The systems are governed by boards of trustees. In some ways they are treated as autonomous non-profit corporations and in other ways as extensions of the state library. System employees are eligible to participate in the municipal retirement fund; each system negotiates its own employee insurance program. Academic, special, and school libraries have been admitted as affiliate members rather than as full members to all systems (including Chicago). The systems law is being reviewed and several amendments are being proposed in the next session of the General Assembly which will make it possible for non-public libraries to become full members with voting privileges and the ability to have representation on the board of trustees. The proposed legislation would allow each system to determine the composition of its board.

New York has 22 Public Library Systems (three federated, three consolidated, 14 cooperative, and two federated-cooperative) as well as nine Reference and Research Library Resource Systems (3R's), two pilot regional networks for intersystem cooperation and twelve School Library Systems.

The 22 Public Library Systems and the nine 3R's are chartered by the Board of Regents; the two pilot networks and 12 school library systems are operated under special legislation passed in 1979. All but one public library system are non-profit corporations chartered (incorporated) by the Board of Regents according to Section 272 of the New York State Education law. The relationship between State Library and systems is statutory rather than contractual. There is not necessarily a "headquarters library"; some system administrations are not housed in library buildings. The 3R's see themselves as multitype library systems in some areas. Proposed legislation would create nine Regional Cooperative Networks. These multitype umbrella systems would link all systems together.

California has 15 Cooperative Public Library systems, the California Library Authority for Systems and Services (CLASS) which is a multitype system, and many multitype networks and regional reference centers.

The Cooperative Public Library Systems can establish themselves in any form they want. Each system is its own entity and chooses its governing body. Some systems are non-profit corporations and as such cannot qualify for state benefits but are reimbursed for services rendered.

CLASS is the multitype state vendor for data base and on-line service. It is funded by LSCA Title III and is governed by a board consisting of representatives of all large public institutions, e.g., State Librarian, U. of California Systems, California State University, etc. who have voting status, and of representatives of all types of libraries who have non-voting status. This board determines Rules and Regulations, reimbursement, statewide data base, etc. and files a plan of service each year. The CLASS board is unlike system boards in most other states in that it is composed not of library directors but of representatives of other public institutions.

Minnesota has 13 Regional Public Library Systems, seven of which are consolidated and six federated. All except one system are local government-based; the one exception is a non-profit corporation. In addition, Minnesota has seven Multitype Library Systems which were superimposed on the public library systems. Some of the multitype systems have the same boundaries as the public library systems. Each system has a governing board. The multitype systems, in some cases, have the same governing board as the regional public library systems. Minnesota law is very permissive allowing a wide variety of governance forms: consolidated, federated and non-profit.

Minnesota retained its 13 Public Library Systems and superimposed Multitype Systems because LSCA Title I funds and most of its state funds are limited to public libraries.

Colorado has seven Multitype Cooperative Regional Systems. The systems are state funded, non-profit corporations and include 354 publicly supported libraries (29 academic, 127 public, 149 school, 12 state institutions, 16 regional education districts, 21 special). The systems are autonomous; each system is governed by an elected board consisting of at least one representative of each type of library. System staff are considered employees of the system with fringe benefits negotiated by each system. The board must submit an annual plan and budget under the state regulations. While systems are not under state governance, funding is controlled by the state.

Wisconsin has 17 Public Library Systems which are mandated to participate in cooperative activities. Systems are set up as consolidated or federated library systems and are governed by library boards appointed by the county or counties. While each system is considered to be an agency of the county or a joint agency of the counties it is in, it is a legal entity in the sense that it can invest money and buy property. System employees are county or municipal employees and as such qualify for state retirement and other benefits. Systems have to file an annual plan showing how they will comply with state requirements.

Connecticut has six Cooperative Library Service Units (CLSUs) which are governed by a Cooperative Library Service Unit Review Board. This is a fifteen member board representing all libraries; it has statutory responsibility to establish criteria, approve programs, allocate funds, etc. and reports to the State Library Board and the Joint Standing Committee on Education. The CLSU's are multi-type systems; each is incorporated as a non-profit corporation, has by-laws and a board composed of representatives of all types of member libraries and, in one case, business persons. Each CLSU submits a written goal/objectives statement and an annual plan of development for a three-year period to the Review Board for approval.

Illinois Regional Library Systems are state funded; current level of funding is approximately $12,000,000. The funding formula used since the mid-1960's is based on a combination of per capita and square mileage.

Systems are required to have a carry-over balance from one fiscal year to the next equal to 60 days of operation. Systems can own real property and construct buildings.

The Illinois State Library also offers equalization grants and direct grants-in-aid to public libraries.

New York's funding pattern for the Public Library Systems is 20% state, 2-3% federal and 77% local funds. In 1983, funding for all 22 systems is $3 million federal funds and $38 million state funds. Of the $38 million state funds, four million go directly to the central libraries of each system and four million go directly to public libraries (requiring local sponsor incentive aid of approximately 32¢ for every $11). The three million federal LSCA funds go to systems on a competitive basis, requiring separate applications and plans of service.

California's Cooperative Public Library Systems receive $5.5 million in state funds and 50% local funding. California's $5.5 million LSCA federal funds are not used for system-related programs. The multitype California Library Authority for Systems and Services (CLASS) is funded with Title III monies.

The Public Library Systems operating as non-profit corporations cannot qualify for state benefits but may be reimbursed for services provided.

Minnesota's current funding for Regional Public Library Systems is $3.8 million state and $1 million federal funds. Metropolitan areas receive only state and federal funds; non-metropolitan areas receive state and local funding. In 1983, multitype systems received $163,000 state and $157,700 Title III funds.

Systems can carry over funds from one fiscal year to the next; systems can invest funds, purchase real property and construct buildings.

Colorado's Multitype Cooperative Regional Systems are state funded; current funding level is $1,104,000. Funds are allocated using a complicated formula which is based on services provided. Each system receives a flat amount up front; the remainder is distributed according to the formula. The formula tries to encourage services to rural areas. The multitype systems are not allowed to carry forward state funds from one fiscal year to the next; local funds can be carried over. Systems can invest funds and retain interest earnings. Systems are not allowed to own real property or construct or purchase buildings.

The State Library also provides county equalization grants which are disbursed on a formula basis and require local matching.

Wisconsin's current funding is $5.8 million state and $200,000 LSCA funds. Local support is irregular; counties compensate systems for certain services to rural areas. Funds are not distributed according to a formula, but based on priority of service needs. Systems can carry forward funds from one fiscal year to the next. Systems can invest funds and retain interest earnings.

Wisconsin's 1983 LSCA Title III funds are being used for a pilot project to test the conversion of the Public Library Systems into multitype systems.

Connecticut's multi-type Cooperative Library Service Units were initially established with $300,000 federal LSCA seed money; each system was eligible to apply for up to $50,000. Currently $459,000 in state funds are allocated to the six systems; the Cooperative Library Service Units Review Board distributes this amount among the six systems based on their grant applications.

In addition, systems generate funds by charging membership fees, user fees and, in some cases, by requiring matching funds. There is no official policy on carryover of funds from one fiscal year to the next. Most systems seem to be operating in the carryover mode.

Illinois: System membership is secured by intention, a public library must agree to participate in a reciprocal borrowing program, must have some tax support, and must not reduce its effort below the average expenditure for the preceding three years.

Academic libraries are permitted to join the systems; each system must agree to admit the academic library seeking admission. Academic libraries must agree to maintain effort and participate in reciprocal borrowing.

Special libraries may join the systems if the system and state agree to admit the special libraries seeking admission. Special libraries must have a centrally located group of materials and a full-time staff.

School libraries are eligible to join with the same type of minimal provisions identified above and dependent upon approval of the application by the State Library and the system.

A library may transfer to a neighboring system if it so chooses.

New York: Any chartered or registered public library qualifies for membership in the Public Library Systems. It must provide all services required under the law, e.g., interlibrary loan, free access, professional guidance, and general resource sharing. System boundaries are county boundaries and are fixed.

California: Each public library requesting membership in a Cooperative Library System must assure equal access to all residents of the area served by the system. Member libraries are reimbursed through systems for handling costs of net loans according to a specific allocation formula. School districts may contract with a Cooperative Library System for services; expenses incurred under such a contract are charged to the school district.

Minnesota: The main criterion for membership in the Public Library Systems is "that there is some support from local sources." The Public Library Systems can only serve public libraries, not school libraries. The Multitype Library Systems include school, academic, special, and public libraries. Minnesota's definition of a special library is that "it must have a collection that they are willing to share and must be staffed by a professional librarian."

Colorado: Every public, school, academic or special library in the geographic area of the system is eligible for membership. All have equal privileges except private libraries; some of these are members, others pay for services. Some systems do not charge for services but stipulate that any "publicly supported library" can request membership. It appears that Colorado's definition of a Special Library is not clear; when pressed for an example, medical libraries were mentioned. Libraries cannot transfer from one system to another.

Wisconsin: Membership is limited to public libraries. Size is not a criterion for membership, 40% of Wisconsin's public libraries operate on a budget of under $1,000 per year. If size were made a factor, almost half the state's libraries would not be able to join a system. Wisconsin's library certification law requires that library directors need to be certified librarians. The State Library does not enforce this law, but some systems do enforce it. Libraries of a city which is located in two or more counties, can choose which system they want to join since system boundaries are county boundaries.

Connecticut: Each Cooperative Library Service Unit (system) defines membership criteria in its by-laws. The only state requirement is that services are offered to all types of libraries in the region. Member libraries of one system can apply for membership in another system, but the application requires approval by the board of the system a library wants to join. Most systems charge membership fees.

CHAPTER FIVE - INTERLIBRARY LOAN

Since interlibrary loan services is a system program in many states, information was gathered on how this service is provided in selected states. New Mexico and Oklahoma were included in the survey because these states are bordering on Texas and are using the same database service to provide interlibrary loan service.

Interlibrary loans are materials borrowed by one library from another library for the use of an individual. Interlibrary loan service in Texas is provided by the Texas State Library Communications Network (TSLCN) which is comprised of ten regional interlibrary loan referral centers and operated by means of contracts with the Major Resource Center libraries. The centers are using the interlibrary loan subsystem operated by the Online Computer Library Center (OCLC). OCLC is a non-profit corporation which operates a large database of bibliographic information for cataloging, interlibrary loan and other services. The database includes the records of nine million books in 3,400 libraries and greatly facilitates the search for materials.

Although information on the cost of interlibrary loan transactions in each network is included in this report, a comparison of the costs and efficiencies among different interlibrary loan networks is very difficult because of variations in funding patterns, data collection and reporting requirements.

ILLINOIS

Interlibrary Loan is mostly a system service; it is funded with system funds. System funding for 1983 is $14.8 million. All system member libraries are required to participate in interlibrary loan and all members must agree to loan materials. The system office provides interlibrary loan staff and a backup collection. In addition to the systems, four research and reference centers and three special resource centers are also providing interlibrary loan service; they receive separate state funding in the amount of $775,000 as reimbursement for part of the cost of interlibrary loan services. Some systems reimburse lenders in their system at the rate of $2-3 per request filled.

Requests are processed using OCLC and CLSI. CLSI is the automated circulation system which is provided to Illinois libraries as a service of the system. Local libraries can use the CLSI system to search and request the holdings of nearby libraries. A library requesting material through interlibrary loan is first directed to check local libraries in the area. If material is not available there, the request is sent to system headquarters, then to neighboring systems and/or research and reference centers.

OCLC use charges are paid by local libraries initiating the search on their OCLC terminals; system referrals are paid by system headquarters. Except for some photocopying, no charges are allowed. Return postage is usually paid by systems.

An average of 85-90% of all requests are filled.

New York

In New York, interlibrary loan service is provided by the New York State Interlibrary Loan Program (NYSILL).

The state funded NYSILL has its own telecommunication network which links 56 transmission sites and 12 referral libraries with the State Library using an on-line computer system. All requests sent to the network are received directly by the computer, which provides the State Library with alphabetical lists of monographs and series for searching three times a day. The New York State Library will try to fill all requests. If a request cannot be filled by the State Library and it is deemed "eligible," it will be referred.

The NYSILL network is a research-oriented network rather than an all-purpose interlibrary loan network. User categories are faculty, students, professionals, industrial researchers, and the general public. Faculty and students combined constitute 41.3% of users. Approximately 60% of all requests are not listed on the OCLC database.

NYSILL is a hierarchical network; a request is made by the user to a local library which forwards the request to the system. The system then accesses the NYSILL network. In addition, requests may be submitted by mail if a library does not have a system affiliation. It appears that most of the requests from public library patrons are filled before they reach the NYSILL network; the library system staff is usually able to obtain the materials from other local libraries, from the system's collection or from other systems.

In FY 1982, 144,578 requests were received; this was a drop of 2% from the previous year. About 60% of the requests were filled.

California

Interlibrary Loan in California is mostly a system responsibility. Systems use the OCLC and other databases to locate resources. The California State Library is the lender of last resort, but it does not have a central function in the interlibrary loan program. The systems collect "fees" (property taxes and library district taxes) from their members for services; systems also receive some state funding for interlibrary loan services. A local library can send a request to the system of which it is a member; the system refers the request, each system using their own procedures.

The State Library allocates about $1 million to reimburse public libraries for lending materials. The 1982 reimbursement rate was $2.71 per loan. The State Library also reimburses libraries 48¢ per net loan for those materials loaned in their reciprocal borrowing program; in 1982, between $1.5 and $2.5 million was spent to reimburse almost 9 million direct loans. In addition, the State Library spends about $1.8 million annually to fund the use of OCLC or RLIN (another data base) by about half of the public libraries. Finally, two union catalogs of the library holdings in the state are produced on microfiche and available at a nominal cost. This facilitates interlibrary loaning greatly by providing local librarians with information on where they can go to borrow materials.

Some systems place restrictions on the type of materials available through interlibrary loan, e.g., bestsellers and items for which there is heavy demand cannot be obtained through interlibrary loan in some systems.

Colorado

Interlibrary loan service is a system program. The seven multi-type systems are state funded.

Local libraries send a request to the system headquarter which searches the Colorado Union Catalog and may direct the request to other libraries or to one of the two Resource Centers in the state. Overall, about 60% of the requests are filled. Interlibrary loan handled about 100,000 requests in 1982.

A total of 150-200 public and private libraries participate in a "Payment for Lending" program. Approximately 30 libraries are net-lenders (they lend more materials than they borrow from other libraries) and are reimbursed for services at the rate of $3.00 to $3.50. About $110,000 was budgeted for this in 1982.

New Mexico

The New Mexico State Library is the central "switching center" for all New Mexico libraries. Libraries call their request in to the State Library using a free WATS telephone line which is answered 24 hours a day (a recording device answers after business hours). State funding for the 14 participating public libraries will be $94,150 in 1983; this pays for their OCLC equipment. Academic libraries are not reimbursed for interlibrary loan services. Charges to users are not allowed.

Approximately 20,000 requests are processed annually; about 16,000 of these are filled. Based on the costs to fund public libraries on OCLC and the State Library administrative costs, the cost per fill is about $11.90; this does not include costs for expenses such as postage, union list of serials or bibliographic finding tools.

Oklahoma

The Oklahoma Department of Libraries offers interlibrary loan contracts to all libraries participating in OCLC; under these contracts, libraries are reimbursed for interlibrary loan services provided.

Eleven public and 25-30 academic and special libraries currently provide this contractual service using the OCLC database. Approximately $50,000 is set aside for reimbursement. For 1982, libraries received $1.49 for each request they filled and $.99 for each request they handled but were unable to fill.

A request is routed to the smallest library first; if it cannot be filled there, it is sent to the next larger library, etc. If a request cannot be filled from in-state resources, it is referred to the Oklahoma Department of Libraries which searches out-of-state or purchases the material requested.

Libraries providing interlibrary loan services can charge postage and photocopying costs.

In 1982, about 68,700 interlibrary loan requests were received and about 44,500 were filled; this is a fill rate of 65%. In addition to these reimbursements, certain libraries receive additional funding from the state:

- Eleven public libraries are designated as "transmission sites" to receive requests from public libraries in their assigned region. The State Library purchased OCLC terminals, modems and printers for these libraries and pays the ongoing equipment charges ($3,432 for each library in 1983) and the charges for sending an interlibrary loan request ($1.52 per request). In addition, the library receives $1,000 for providing the service.

- Three large academic libraries receive funds to pay their ongoing OCLC equipment charges ($3,432 per year); the equipment for these libraries was purchased by the State Library agency.

Funding for these reimbursements was about $107,000 in 1982. Additional costs such as the operating and staff expenses at the State Library agency could not be estimated; the cost of purchasing materials to meet interlibrary loan demand is also unknown.

Oklahoma places some restrictions on interlibrary loans, e.g., genealogy materials cannot be obtained through interlibrary loan.

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